

**California  
Commission on Teacher Credentialing**

**Meeting of  
February 6-7, 2002**

**AGENDA ITEM NUMBER:        PREP - 4**

**COMMITTEE:                      Preparation Standards Committee**

**TITLE:                              Analysis of the Education Code and California Code of Regulations, Title 5, Sections Relating to the Requirements and Authorization of the Administrative Services Credential**

**\_\_\_\_\_ Action**

**X   Information**

**Strategic Plan Goal(s) :**

**Goal 1:            Promote education excellence through the preparation and certification of professional educators.**

**Goal 6:            Provide leadership in exploring multiple, high quality routes to prepare professional educators for California's schools**

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**Analysis of the Education Code and California Code of Regulations, Title 5,  
Sections Relating to the Requirements and Authorization of the  
Administrative Services Credential**

**Certification Assignment and Waivers Division  
Professional Practices Division**

**January 10, 2001**

**Executive Summary**

The California Commission on Teacher Credentialing is engaged in a comprehensive review of the issues and options in the preparation and licensure of school administrators. During the January meeting, the Commission directed staff to prepare a report on the sections of the Education Code and California Code of Regulations, Title 5, that relate to the Administrative Services Credential requirements and authorization. This item includes a description of the requirements for the Administrative Services Credential for California and out-of-state trained candidates. It also includes an overview of the authorization for the Administrative Services Credential and the non-instructional duties a teacher may perform as a program coordinator.

**Policy(s) Issue to be Considered**

What are the statutory and regulatory parameters relating to the requirements and authorizations of the Administrative Services Credential?

**Fiscal Impact Statement**

There is no fiscal impact in this information item.



# **Analysis of the Education Code and California Code of Regulations, Title 5, Sections Relating to the Requirements and Authorization of the Administrative Services Credential**

## **Certification Assignment and Waivers Division Professional Practices Division**

**January 10, 2001**

### **Administrative Services Credential Requirements for California Trained Administrators**

The requirements for the Administrative Services Credential are found in Education Code Sections 44270, 44270.1, 44270.3 and 44270.4 and in Title 5 Section 80054. The Title 5 regulations were updated in May 2000 with new language that clarified the requirements for the preliminary and professional clear credential and the requirements for out-of-state trained administrators. Previously, the regulations did not include the administrative services requirements that appear in the Education Code.

The requirements for the preliminary Administrative Services Credential for California-trained candidates are found in Education Code §44270 and Title 5 §80054(a). Both may be found in Appendix A of this item. Section 44270 requires an applicant to meet all of the following:

1. Possess a valid California prerequisite credential (*one of the following*):
  - A valid teaching credential based on a bachelor's degree and a teacher preparation program including student teaching. These programs include the Multiple and Single Subject Credential, Education Specialist Credential, Standard Teaching Credentials, and General Teaching Credentials OR
  - A Vocational or Adult Designated Subjects Credential if the individual also possesses a bachelor's degree OR
  - A Services Credential in Pupil Personnel Services, Health Services, Library Media Teacher Services, or Clinical or Rehabilitative Services requiring a bachelor's degree and a professional preparation program including fieldwork.
2. Verification of experience:
  - Three years of full-time teaching experience or three years of full-time experience in the field of pupil personnel, health, library media teacher services, or clinical or rehabilitative service in a public school or private school of equivalent status.
3. Completion of a program:
  - Entry level program, approved by the Commission, of specialized preparation in administrative services or a one-year internship in administrative services .
4. Current employment in an administrative position
  - This employment is after the completion of the professional preparation program and it may be full or part time.

The Title 5 regulations further clarify the Education Code requirements in the following areas:

- Passage of CBEST (per Education Code Section 44252).
- The specialized preparation in administrative services or the internship be accredited by the Committee on Accreditation and that the California institution of higher education offering the Commission accredited program recommend the candidate for the administrative services credential.
- Candidates who are unable to obtain employment in an administrative position will be issued a Certificate of Eligibility, which verifies completion of the requirements for the preliminary Administrative Services Credential.

The requirements for the professional clear Administrative Services Credential for California-trained candidates are found in Education Code §44270.1 and Title 5 §80054(d). Both may be found in Appendix A of this item. Section 44270.1 requires an applicant to meet all of the following:

1. Possess a valid California Preliminary Administrative Services Credential.
2. Verification of experience:
  - Two years of experience in a full-time administrative position in a California public school or private school of equivalent status while holding the preliminary credential.
3. Completion of a program of advanced preparation:
  - The program is based on an individualized program of professional development activities developed by the credential holder, employer, and university personnel consisting of university course work and may include non-university activities or advanced field experiences based on standards and criteria adopted by the Commission.

Section 44270.1 also authorizes the Commission to grant a waiver of the requirement of university course work upon its finding that the candidate, in consultation with personnel of the employing school district and personnel of the university, is not able to develop an individualized program of professional development for the advanced preparation program that meets the individual needs of the candidates. The Commission has never exercised its authority to grant this type of waiver.

### **Administrative Services Credential Requirements For Out-of-State Prepared Administrators**

The Education Code and the Title 5 regulations offer two different routes for out-of-state trained administrators to obtain a California Administrative Services Credential. Education Code Sections 44270.3 and 44270.4 became effective September 27, 2000, which was after the changes were made to the Title 5 regulations for requirements for out-of-state trained administrators, consequently the amendments added in May 2000 were superseded by the sections added to the Education Code.

Education Code Section 44270.3 applies specifically to out-of-state teachers who hold an elementary, secondary or special education teaching credential and who have earned an out-of-state administrative credential. Section 44270.3 requires a candidate for a preliminary California Administrative Services Credential to meet all of the following requirements (the full text can be found in Appendix A):

1. Possess a baccalaureate degree from a regionally accredited institution of higher education.
2. Passage of CBEST.

3. Complete a teacher preparation program and be issued an elementary, secondary or special education teaching credential based upon the program and served on that credential for three years.
4. Complete an administrator preparation program and be issued or qualified for the Administrative Services Credential from that program.

Due to the addition of Education Code Sections 44270.3 and 44270.4, the requirements pertaining to out-of-state administrators in Title 5 regulations now only apply to candidates who hold designated subject credentials, services credentials in pupil personnel, health services, library media or clinical or rehabilitative services credential holders.

Title 5 Section 80054 requires out-of-state trained administrators who wish to obtain a preliminary California Administrative Services Credential to complete the following:

1. Possess a California designated subjects or services credential.
2. Complete a professional preparation program in administrative services from a regionally accredited institution of higher education that is comparable to a program accredited by the Committee on Accreditation, and be approved by the appropriate state agency.
3. Passage of CBEST.
4. Three years of successful service on the out-of-state designated subjects or services credential.
5. Verify an offer of employment at a California public or private school of equivalent status. A certificate of eligibility is available to those individuals who do not have an offer of employment.

There are also two options for out-of-state trained administrators to earn the professional clear California Administrative Services Credential. Section 44270.4 added an option for administrators who have three years of experience as a public school administrator. For administrators with this experience, they must meet all of the requirements in Section 44270.3 stated above plus the following:

1. Submit two rigorous performance evaluations, one in each of the applicant's two most recent years of service as an administrator, with satisfactory ratings or better.
2. Verify at least three years as a public school administrator or successfully completed an individual program of professional development that included intensive mentoring, assistance and support as certified by the employing school district.

The Commission has not implemented the individual program of professional development pending the development of the AB 75 administrative support program.

For those out-of-state trained administrators who do not have three years of experience, Education Code Section 44270.1 and Title 5 Section 80054(d) apply as outlined above in this agenda item.

### **Administrative Services Credential Authorization**

In 1998 a plan was approved by the Commission for the Certification Division to draft proposed regulation changes for credential authorizations for several types of credentials. One of those credentials was the Administrative Services Credential. The Education Code and Title 5 Regulations lacked specificity about what constituted administrative duties, consequently it was unclear when an administrator needed to hold an Administrative Services Credential.

Education Code Section 44065, shown in Appendix B, lists thirteen areas of responsibility that the Commission used to determine the authorization for the Administrative Services Credential. Some of the duties listed in the section such as supervising the work of instructors and the instructional program for pupils are clearly administrative while others such as the in-service training of teachers, principals, or other certificated staff is not exclusively an administrative duty.

Commission staff met with a group of educators to discuss proposed changes to regulations governing the authorization for the Administrative Services Credential. Thirteen individuals representing school districts, county offices of education, institutions of higher education, ACSA, CTA, and CFT including teachers and administrators met to discuss the duties of administrators and the non-instructional duties that could be performed by an individual who is prepared to be a teacher.

The authorization for the Administrative Services Credential and Teachers Serving as Program Coordinators, Title 5 Sections 80054.5 and 80020.4.1, were the result of the group discussion. These Title 5 sections were approved in May of 2000 and implemented on January 1, 2001. The complete text of the regulations appear in Appendix B.

The Administrative Services Credential authorizes the holder to provide the following services:

1. Development, coordination, and assessment of instructional programs
2. Evaluation of certificated and classified personnel;
3. Student discipline, including but not limited to suspension and expulsion;
4. Certificated and classified employee discipline, including but not limited to suspension, dismissal, and reinstatement;
5. Supervision of certificated and classified personnel;
6. Management of school site, district or county level fiscal services;
7. Recruitment, employment, and assignment of certificated and classified personnel; and
8. Development, coordination, and supervision of student support services including but not limited to extracurricular activities, pupil personnel services, health services, library services, and technology support services.

### **Education Code Requirements and Exemptions for Administrative Positions**

The Education Code specifies when a principal is required to hold an administrative credential at a school site, outlines local level assignment options, and exempts some positions from requiring an administrative credential. There are several sections of the Education Code that specify administrative or supervisory assignments that may not require an administrative services credential. Section 44860 sets a threshold of six or more teachers at a school site before an administrative credential is required for the principal. An occasionally used §35029, shown below, allows the governing board to waive the credential for the chief administrative officer of that school district.

*A local governing board may waive any credential requirement for the chief administrative officer of the school district under its jurisdiction. Any individual serving as the chief administrative officer of the school district who does not hold a credential may be required by the local governing board to pursue a program of in-service training conducted pursuant to guidelines approved by the commission.*

Other sections that exempt an individual from holding an administrative credential include, EC §44270.2 which authorizes the holder of a pupil personnel services credential as well as the holder of an administrative services credential to supervise a pupil personnel program.



There are positions that are administrative, but do not always require an administrative credential. The business manager of a school district is not required to hold an administrative services credential as found in §44069(c). Education Code §44065(d) allows non-credentialed individuals to perform personnel examinations, selection, and to make assignments of teachers, principals, or certificated personnel in instructional programs without holding a teaching or services credential. Directors of personnel or human services generally perform such duties.

When determining if an assignment requires an individual to hold an administrative services credential, it is not the title of the position that is the determining factor, but the duties the individual will be performing. An employer must review the job duties for the assignment using Title 5 Section 80054.5 to determine if the Administrative Services Credential is required. Another factor to consider is the district and county's role in determining whether the position requires an Administrative Services Credential or the job duties the individual is performing requires the administrative credential. Section §80020.4.1 was added to regulation to clarify that the holder of a teaching credential based on a bachelor's degree, teacher preparation, and student teaching can serve as a school, district, or county program coordinator of staff development or curricular development. Previously some employers believed that these duties required an administrative credential.

## **Appendix A**

### **Administrative Services Credential Requirements**

#### **Education Code Section 44270.**

(a) The minimum requirements for the preliminary services credential with a specialization in administrative services are all of the following:

(1) Possession of one of the following:

(A) A valid teaching credential requiring the possession of a baccalaureate degree and a professional preparation program including student teaching.

(B) A valid designated subjects vocational education, adult, or special subjects teaching credential, as specified in Section 44260, 44260.1, 44260.2, 44260.3, or 44260.4, provided the candidate also possesses a baccalaureate degree.

(C) A valid services credential with a specialization in pupil personnel, health, or clinical or rehabilitative services, as specified in Section 44266, 44267, 44267.5, or 44268, or a valid services credential authorizing service as a library media teacher, as specified in Section 44269.

(D) A valid credential issued under the laws, rules, and regulations in effect on or before December 31, 1971, which authorizes the same areas as in subparagraphs (B) and (C).

(2) Completion of a minimum of three years of successful, full-time classroom teaching experience in the public schools, including, but not limited to, service in state- or county-operated schools, or in private schools of equivalent status or three years of experience in the fields of pupil personnel, health, clinical or rehabilitative, or librarian services.

(3) Completion of an entry level program of specialized and professional preparation in administrative services approved by the commission or a one-year internship in a program of supervised training in administrative services, approved by the commission as satisfying the requirements for the preliminary services credential with a specialization in administrative services.

(4) Current employment in an administrative position after completion of professional preparation as defined in paragraph (3), whether full or part time, in a public school or private school of equivalent status. The commission shall encourage school districts to consider the recency of preparation or professional growth in school administration as one of the criteria for employment.

(b) The preliminary administrative services credential shall be valid for a period of five years from the date of initial employment in an administrative position, whether full or part time, and shall not be renewable.

(c) A candidate who completed, by September 30, 1984, the requirements for the administrative services credential in effect on June 30, 1982, is eligible for the credential authorized under those requirements. All other candidates shall satisfy the requirements set forth in this section.

**Education Code Section 44270.1.**

(a) The minimum requirements for the professional services credential with a specialization in administrative services are all of the following:

(1) Possession of a valid preliminary administrative services credential, as specified in Section 44270.

(2) A minimum of two years of successful experience in a full-time administrative position in a public school or private school of equivalent status, while holding the preliminary administrative services credential, as attested by the employing school district or agency, including, but not limited to, the State Department of Education, in the case of state school administrators, and county offices of education, in the case of county school administrators.

(3) Completion of a commission-approved program of advanced preparation. Each candidate, in consultation with employing school district personnel and university personnel, shall develop an individualized program of professional development activities for this advanced preparation program based upon individual needs. Each individualized program will include university coursework and may include, nonuniversity activities or advanced administrative field experiences. The commission shall adopt standards and criteria for the university programs of advanced preparation and nonuniversity activities.

(b) The commission may, at the request of a credential candidate, grant a waiver, pursuant to subdivision (m) of Section 44225, of the requirement of university coursework upon its finding that the candidate, in consultation with personnel of the employing school district and personnel of the university, is not able to develop an individualized program of professional development for the advanced preparation program that meets the individual needs of the candidates.

(c) The professional administrative services credential shall be valid for a period of five years from date of issuance and may be renewed upon completion of professional renewal requirements specified by the commission.

**Education Code Section 44270.2.**

The services credential with a specialization in administrative services shall authorize the holder to perform administrative services at all grade levels. Any person who administers a pupil personnel program shall hold a services credential with a pupil personnel or administrative specialization.

**Education Code Section 44270.3.**

Notwithstanding any provision of this chapter, the commission shall issue a preliminary services credential with a specialization in administrative services to an out-of-state trained administrator who meets all of the following requirements:

(a) Possesses a baccalaureate degree from a regionally accredited institution of higher education.

(b) Successfully passed the basic skills proficiency test administered pursuant to Section 44252.5.

(c) Completed a teacher preparation program at a regionally accredited institution of higher education, was issued an elementary, secondary, or special education teaching credential based upon that program, and served on that credential for at least three years.

(d) Completed an administrator preparation program at a regionally accredited institution of higher education and was issued, or qualified for, an administrative services credential based upon that program.

(e) Submitted fingerprint cards and met the requirements of California for teacher fitness pursuant to Sections 44339, 44340, and 44341.

#### **Education Code Section 44270.4.**

Notwithstanding any provision of this chapter, the commission shall issue a professional services credential with a specialization in administrative services to an out-of-state trained administrator who meets all of the following requirements:

(a) Possesses a baccalaureate degree from a regionally accredited institution of higher education.

(b) Successfully passed the basic skills proficiency test administered pursuant to Section 44252.5.

(c) Completed a teacher preparation program at a regionally accredited institution of higher education, was issued an elementary, secondary, or special education teaching credential based upon that program, and served on that credential for at least three years.

(d) Completed an administrator preparation program at a regionally accredited institution of higher education and was issued an administrative services credential based upon that program.

(e) Submitted to the commission a minimum of two rigorous performance evaluations, one in each of the applicant's two most recent years of service as an administrator, upon which the applicant received ratings of satisfactory or better.

(f) Successfully served as a public school administrator for at least three years or successfully completed an individual program of professional development that included intensive mentoring, assistance, and support as certified by the employing school district.

(g) Submitted fingerprint cards and met the requirements of California for teacher fitness pursuant to Sections 44339, 44340, and 44341.

#### **Title 5 §80054. Services Credential with a Specialization in Administrative Services; Requirements**

(a) The minimum requirements for the preliminary Administrative Services Credential include (1) through (6).

(1) One of the following:

(A) a valid California teaching credential that requires a baccalaureate degree and a program of professional preparation, including student teaching or the equivalent; or

(B) a valid California designated subjects teaching credential provided the applicant also possesses a baccalaureate degree; or

(C) a valid California services credential in pupil personnel services, health services, library media teacher services, or clinical or rehabilitative services requiring a

baccalaureate degree and a program of professional preparation, including field work or the equivalent;

(2) Completion of one of the following:

(A) a specialized and professional preparation program in administrative services taken in California and accredited by the Committee on Accreditation; or

(B) a professional preparation program in administrative services, including successful completion of a supervised field work or the equivalent, taken outside California that is comparable to a program accredited by the Committee on Accreditation. The program must be from a regionally accredited institution of higher education and approved by the appropriate state agency where the course work was completed; or

(C) one-year internship program in administrative services accredited by the Committee on Accreditation;

(3) Passage of the California Basic Education Skills Test (CBEST) described in Education Code Section 44252(b);

(4) Verification of one of the following:

(A) three years of successful, full-time teaching experience in the public schools, including, but not limited to, service in state- or county-operated schools, or in private schools of equivalent status; or

(B) three years of successful, full-time experience in the fields of pupil personnel, health, library media teacher, or clinical or rehabilitative services in the public schools, including, but not limited to, service in state- or county-operated schools, or in private schools of equivalent status;

(5) One of the following:

(A) a recommendation from a California regionally accredited institution of higher education that has a preliminary administrative services program accredited by the Committee on Accreditation; or

(B) an individual who completed his or her professional preparation program outside of California as described in (a)(2)(B), may apply directly to the Commission for the preliminary Administrative Services Credential; and

(6) Verification of an offer of employment in a full- or part-time administrative position in a public school or private school of equivalent status.

(7) An individual who has completed requirements (1) through (5) but does not have an offer of employment may apply for a Certificate of Eligibility which verifies completion of all requirements for the preliminary Administrative Services Credential and authorizes the holder to seek employment.

(b) A Preliminary Administrative Services Credential issued on the basis of the completion of all the requirements in subsection (a) shall be issued initially only until the date of expiration of the valid prerequisite credential, as defined in (a)(1) of this section but for not more than five years. A Preliminary Administrative Services Credential that expired in less than five years shall be renewed until the date of expiration of the valid prerequisite credential, as defined in (a)(1) of this section but for not more than five years.

(c) A preliminary Administrative Services Credential authorizes the services specified in section 80054.5.

(d) The minimum requirements for the professional clear Administrative Services Credential shall include (1) through (4):

- (1) Possession of a valid preliminary administrative services credential;
  - (2) Verification of two years of successful experience in a full-time administrative position in a California public school or California private school of equivalent status, while holding the preliminary administrative services credential;
  - (3) Completion of an individualized program of advanced administrative services preparation accredited by the Committee on Accreditation designed in cooperation with the employing agency and the college or university; and
  - (4) A recommendation from a California regionally accredited institution of higher education that has a professional clear administrative services program accredited by the Committee on Accreditation.
- (e) A professional clear Administrative Services Credential issued on the basis of the completion of all requirements shall be dated per Title 5 Section 80553.
- (f) A professional clear Administrative Services Credential authorizes the services specified in section 80054.5.

NOTE

Authority cited: Section 44225, Education Code. Reference: Sections 44065, 44252(b), 44270, 44270.1, 44372 and 44373, Education Code.

## **Appendix B**

### **Administrative Services Credential Authorization**

#### **Education Code Section 44065.**

(a) Except as provided in subdivision (d), any person employed on or after July 1, 1963, by a school district, including a district having the merit system as outlined in Article 6 (commencing with Section 45240) of Chapter 5 of this part, or by a county superintendent of schools, in a position in which 50 percent or more of his or her duties performed during the school year, whether performed in a particular school or district or countywide, consist of rendering service in directing, coordinating, supervising or administering any portion or all of the types of functions listed below in this section shall hold a valid teaching or service credential as appropriate, whichever is designated in regulations adopted by the Commission on Teacher Credentialing, authorizing the particular service.

The types of functions are:

- (1) The work of instructors and the instructional program for pupils.
- (2) Educational or vocational counseling, guidance and placement services.
- (3) School extracurricular activities related to, and an outgrowth of, the instructional and guidance program of the school.
- (4) Planning courses of study to be used in the public schools of the state.
- (5) The selection, collection, preparation, classification or demonstration of instructional materials of any course of study for use in the development of the instructional program in the schools of the state.
- (6) Research connected with the evaluation and efficiency of the instructional program.
- (7) The school health program.
- (8) Activities connected with the enforcement of the laws relating to compulsory education, coordination of child welfare activities involving the school and the home, and the school adjustment of pupils.
- (9) The school library services.
- (10) The preparation and distribution of instructional materials.
- (11) The in-service training of teachers, principals, or other certificated personnel.
- (12) The interpretation and evaluation of the school instructional program.
- (13) The examination, selection, or assignment of teachers, principals, or other certificated personnel involved in the instructional program.

(b) Any person who was employed by a district or by a county superintendent of schools before July 1, 1963, to perform any of the services designated by the Commission on Teacher Credentialing to require a supervision or administration credential, may continue to perform such services without possessing the credential otherwise required as long as he remains continuously employed to perform the same services in that county superintendent's office or in that district in which he was employed on that date, or is continuously employed to perform the same services in a district which results from a reorganization involving the same district.

(c) Notwithstanding any other provision of law, the governing board of any school district maintaining kindergarten or any of grades 1 to 12, inclusive, or providing adult education classes, may employ for purposes of instructing apprentices duly registered

with the Division of Apprenticeship Standards, persons holding any of the following valid credentials:

- (1) A community college instructor credential.
- (2) A community college limited service credential.
- (3) A community college special limited service credential.

(d) Notwithstanding subdivision (a), a school district or county superintendent of schools may hire persons who do not hold valid teaching or service credentials to perform the examination, selection or assignment of teachers, principals, or certificated personnel involved in the instructional program.